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# Reports from State and Local Child Labor Committees<sup>1</sup>

## KENTUCKY CHILD LABOR ASSOCIATION.

The Kentucky Child Labor Association was organized in February, 1907. Its declared purposes were the collection and dissemination of information concerning the working children of Kentucky, the cultivation of a public opinion favorable to a reasonable regulation of child labor and the proposal of measures for such regulation by government. It was contemplated that its activity should be state-wide. In this respect the hopes of its promoters have been, up to this time, only partially fulfilled. In Louisville, which is the chief industrial city of the state, its organization has been thorough and its influence considerable. In other parts of the state it cannot be said to have exerted any marked influence, except through the passage of the Child Labor Law, hereafter described, which is, of course, applicable to the entire state.

The law of Kentucky in force when this association was organized (Act of March 17, 1906), may be summarized as follows:

*Act of March 17th, 1906.*

*Children Affected.* Class I, children under fourteen; Class II, children between fourteen and sixteen.

*Employments Prohibited.* To Class I (under fourteen): (a) At all times, employment "in any factory, workshop, mill or mine." (b) During school term, employment "in any mercantile establishment, in any service of any telegraph, telephone or public messenger company, laundry, or printing establishment."

To Class II (between fourteen and sixteen): Employment "at any occupation dangerous or injurious to health or morals."

*Exception.* As to children under fourteen years, the following proviso was added to the prohibition: "unless said children shall have no other means of support." This clause was interpreted as reserving to each county judge in the state the power which he had possessed under an earlier law, to grant a "permit" authorizing the employment of a child under fourteen in cases where he was satisfied by proofs submitted to him that the earnings of the child were absolutely necessary to the support of the family.

*Hours of Work.* Children under sixteen: "In any manufacturing establishment, mine, mill or work-shop," no such child could work "after 7 o'clock in the evening or before 6 o'clock in the morning", nor more than ten hours in one day or sixty hours in one week.

*Penalties.* For any violation a fine of not more than \$50.00 for the first offense and not more than \$200.00 for any subsequent offense.

<sup>1</sup>For the report from the Illinois Child Labor Committee, see the statement of the Secretary, Mrs. H. M. Van der Vaart, page 214.

*Proof of Age.* Affidavit by parent or guardian; if neither, affidavit by the child.

*Investigation.* Right of visitation given Labor Inspector; "Inquisitorial" powers of investigation given to Grand Jury. The act contained the usual sanitary regulations.

#### *Defects in the Old Law.*

The two chief evils which were developed in the practical application of this law were, first, the abuse by parents of the power given the county judge to make an exception to the prohibition by the issuance of the "permit"; and, second, the utter breakdown of the method provided for proving the age of applicants for employment. A careful investigation, extending over a period of one year, disclosed an appalling amount of perjury and fraud on the part of parents who sought to put at work little children upon the false pretext of family necessity. A similar investigation showed that, in securing employment for children, the practice of swearing to a greater age than the child had really attained was very common. How these faults were attempted to be remedied by the new law appears in the following synopsis of that law.

#### *Child Labor Act of March 16th, 1908.*

*Employments Prohibited.* Section One.—Children under fourteen not to be employed: (a) "In any business or service" during the term of the schools in the district wherein the child resides; (b) Nor at any time in, nor in connection with any factory, workshop, mine, mercantile establishment, store, business office, telegraph office, restaurant, hotel, apartment house, or in the distribution or transmission of merchandise or messages.

Section Two.—Children between fourteen and sixteen not to be employed in any factory, workshop, mine, or mercantile establishment until they have obtained an employment certificate.

*Employment Certificates.* Section Three.—Employment certificates to be issued by school authorities (superintendent, if any).

*How Obtained.* Sections Four and Six.—Preliminaries to issuance of employment certificate are:

1. Proof of age (*i. e.*, proof of date and place of birth).
2. Filing of "school record"; *i. e.*, a certificate from the principal of the school last attended that the child has been at school for one hundred days in year next before reaching fourteen, or next before the application for the employment certificate; that he can read and write simple English sentences; and that he has had instruction in geography and the simple parts of arithmetic (*i. e.*, through common fractions). If school record is not obtainable, an examination on these points may take its place.

*Contents.* Section Five.—Employment certificates shall state:

1. Date and place of birth of child.
2. Color of hair and eyes, height and weight.
3. That the required preliminaries (Sections 4 and 6, *supra*) have been observed.

*Record.* Section Seven.—School Board to furnish Labor Inspector monthly with list of certificates issued.

*Hours of Work.* Section Eight.—(a) Children under sixteen not to work longer than ten hours a day, nor longer than sixty hours a week. (b) Hours of work for such persons, to begin not sooner than 7 a. m., nor to continue later than 7 p. m. (c) Printed notice of hours of labor to be conspicuously posted.

*Penalties.* Sections Nine and Eighteen.

I. Against Employers.

- (a) For the first violation of this Act, a fine of \$25.00 to \$50.00.
- (b) For each subsequent offense, imprisonment (10 to 90 days) or fine (\$50.00 to \$200.00) or both.
- (c) For continuing an illegal employment after notice from Truant Officer or Labor Inspector, a fine of \$5.00 to \$20.00.
- (d) For failure to surrender certificates when demanded, \$10.00 fine.

II. Against Parents or Guardians.

- (a) For permitting a child under their control to be illegally employed, a fine of \$25.00 to \$50.00 for the first offense.
- (b) For each subsequent offense, imprisonment (10 to 90 days) or fine (\$50.00 to \$200.00) or both.

III. Against Officers Issuing Certificates.

For a known false statement, \$10.00 to \$100.00 fine.

*Visitation.* Section Ten.—Right of visitation given Truant Officers and Labor Inspector.

*Sanitary Regulations.* Section Eleven.—Certain employments, dangerous to health or life, forbidden to children under sixteen.

Sections Twelve, Thirteen, Fourteen and Fifteen.—These contain sanitary regulations for establishments where children under sixteen are employed.

*Prosecutions.* Section Sixteen.—Inquisitorial powers for investigating violations of this Act given to Grand Juries, County and Circuit Judges.

Section Seventeen.—Copy of this Act to be conspicuously posted.

*When the Act Becomes Effective.* Section Nineteen.—Act to go into effect September 1, 1908, except that the requirement of a "school record," or in default thereof, an examination, shall not be effective until September 1, 1909.

*Objections to the Passage of this Act.*

1. That it would throw out of employment more children than the existing schools could accommodate.

2. That it would make loafers of many children who, having had no schooling at all, could not be expected at the age of thirteen or fourteen or fifteen to enter classes with children who were four or five or six years younger than themselves.

3. That the penalties were too heavy and particularly that the penalty of imprisonment was unnecessarily offensive.

4. That the requirement that children should not be employed after 7 p. m. would necessitate discharge of large numbers of children from retail stores where, on Saturday evening particularly, work must continue to a later hour.
5. That the educational test was too severe, even for children who had attended school up to their fourteenth year.
6. That the office of the school superintendent would be overwhelmed by the additional duties imposed upon him.

*Operation of the Act.*

In order to meet the objections last named and those which had to do with the educational test, it was provided that no part of the Act should go into effect until September 1, 1908, and that the application of the educational test should not be made until September 1, 1909. Out of deference to the wishes of the employers, the Kentucky Child Labor Association consented to two amendments of the bill, which had already been introduced. These amendments permitted the employment of children between fourteen and sixteen until ten o'clock on Saturday night and eliminated the penalty of imprisonment. The legislature, however, would not consent to these amendments, but passed the bill in its original form.

The predictions of the opponents of the bill have not been fulfilled. Unquestionably some children have lost employment which they would otherwise have retained, but in no case which has been brought to our attention has this resulted in any serious or irremediable distress. On the other hand, it can safely be asserted that this result has, in nearly every instance, been of great benefit to the children. Here and there an employer has been found who has refused to retain or employ any children under sixteen, upon the plea that he did not want to "take any chances" or desired to avoid the trouble of seeing that the children had proper certificates. These cases have, however, been very few.

The point at which it was expected that the effect of the Act would most clearly appear was in the attendance on the public schools in Louisville. The same legislature which passed the Child Labor Bill also passed a new compulsory education law, by which a more numerous corps of truant officers was obtained and its duties more clearly defined. It was naturally anticipated that the joint operation of these two acts would be to increase the school attendance. The facts are as follows:

The school census shows that there are 65,000 children of "school age" in Louisville; that is to say, children between six and twenty years of age, all of whom are entitled to attend the public schools if they so desire. Of these, 35,680 are between the ages of six and fourteen, and therefore prohibited from working by the new law. A comparison of the enrollment of the public schools and the average daily attendance for the months of September, October, November and December, in the years 1906, 1907 and 1908, is as follows:

TABLE I, ALL SCHOOLS.

	1906.	1907.	1908.	Increase 1908 over 1907.
September.				
Enrollment .....	26,109	26,155	26,216	61
Attendance .....	22,707	22,652	23,525	873
October.				
Enrollment .....	27,609	27,231	27,103	-128
Attendance .....	24,131	24,118	24,325	207
November.				
Enrollment .....	28,199	27,686	27,103	-583
Attendance .....	24,193	23,505	24,110	605
December.				
Enrollment .....	28,447	27,887	27,756	-131
Attendance .....	23,826	23,274	23,718	444

TABLE II, HIGH SCHOOLS (5) ONLY.

	1906.	1907.	1908.	Increase 1908 over 1907.
Enrollment .....	2,692	2,813	2,516	-297
Average Daily Attendance.				
September .....	2,202	2,243	2,218	-25
October .....	2,548	2,352	2,287	-65
November .....	2,301	2,340	2,147	-193
December .....	2,151	2,296	2,214	-82

TABLE III, DISTRICT SCHOOLS ONLY.

	1906.	1907.	1908.	Increase 1908 over 1907.
Enrollment.				
December .....	25,755	25,074	25,240	166
Average Daily Attendance.				
September .....	20,505	20,409	21,307	898
October .....	21,583	21,766	22,038	272
November .....	21,892	21,165	21,963	708
December .....	21,675	20,978	21,504	526

The first noticeable thing in this tedious parade of figures is the falling off in enrollment, both in 1907 and 1908, from the 1906 enrollment. This is attributed to the late commercial unpleasantness which began in the Fall of 1907. It is believed by the superintendent of schools that many children were taken from school and put to work in order to help support the family at a time when the father of the family was either out of employment or working at reduced wages. The second noticeable thing is that, in the comparison between 1907 and 1908, whereas there is a falling off both in enrollment and attendance in the high schools, there is a slight increase in enrollment and a marked increase in attendance in the district schools where, of course, the effect of the Child Labor and Truancy Laws would be felt. This, we think, may fairly be attributed to the joint operation of these laws. The reports of the Labor Inspector, the Truant Officers

and the agents of the charity organizations agree in stating that there are very few children under the age of fourteen who are not at school. The official figures do not bear these statements out.

As to these children the figures are as follows:

TABLE IV.

*Children Between Six and Fourteen.*

School census .....	35,680
Enrolled in District Schools .....	25,240
Subtract children over fourteen in District Schools.....	3,673
	21,567
Add children under fourteen in High Schools .....	184
	21,751
Children enrolled in Parochial Schools.....	7,988
Children enrolled in Private Schools .....	200
	29,939
Children (six to fourteen) not in school.....	5,741
Children (seven to fourteen) not in school.....	4,781

Thus the enrollment in all schools is almost 6,000 below the census. The average daily attendance would fall more than 3,000 lower still; but this does not indicate that 9,000 children are regularly out of school. It will be observed that the average daily attendance is from eighty-five to eighty-eight per cent. of the enrollment. The Superintendent of Public Schools advises us that not more than one-sixth of this discrepancy is due to chronic truancy, five-sixths being attributable to sickness and those other domestic disorders which occasionally bring about an absence of a day or two from school. We cannot view with any complacency the working of an anti-truancy system which lets escape seventeen children out of each one hundred. We shall make a better report next year.

*Attendance of Children Between Fourteen and Sixteen.*

To date (January 20, 1909), the Superintendent of Public Schools in Louisville has issued 1,508 employment certificates. The school census shows that there are in Louisville 8,567 children between the ages of fourteen and sixteen. Of this number, 3,673 are still in the district schools (as distinguished from the High Schools), although the average age of graduation from the eighth grade (next below the High Schools) is thirteen and one-half years. The enrollment in the High Schools is (in round figures) 2,500, of which number 184 are under fourteen. Of children of this age there are enrolled in parochial and private schools of this city about 500. This makes the following showing:

TABLE V.

*Children Between Fourteen and Sixteen.*

School census .....	8,567
Enrolled in District Schools .....	3,673
Enrolled in High Schools .....	2,332
Enrolled in Parochial Schools.....	332
Enrolled in Private Schools .....	160
	—
	6,497
Children between fourteen and sixteen, not at school.....	2,070
Children holding employment certificates .....	1,508
	—
	562

This remainder (562) represents the children in Louisville, between fourteen and sixteen, who are not at school and are either loafing or working without certificates. Now it is not, in all cases, unlawful for a child, although under sixteen, to work without a certificate.

The New Child Labor Act says that no child between fourteen and sixteen shall work "in any factory, workshop, mine or mercantile establishment" without a certificate. The Attorney General of the state has held that this means that in the other employments prohibited to children under fourteen, no certificate is required of children between fourteen and sixteen. Those other employments are "any business office, telegraph office, restaurant, hotel, apartment house, or the distribution or transmissions of merchandise or messages."

This circumstance makes it impossible for us to know exactly how many of the 562 children who are not at school and do not hold certificates, are loafing and how many are working. Of this number we suppose that 200 or 300 are engaged in employments for which no certificate is required. If this assumption is not wide of the mark, there remain 200 or 300 children of this age who are either loafing or working unlawfully. We submit that this is a better record for our Labor Inspector than that shown by the Truant Officers. He leaves only 200 or 300 children unaccounted for, whereas the Truant Officers have almost 6000 of whom they can give no account. It is of course probable that some of those 6000 are at work, and this must of course be put on the debit side of the Labor Inspector's account.

*The Christmas Trade.*

The rush of business in retail stores, which everywhere characterizes the Christmas holidays, brought out in its acutest form the difficulty with reference to the employment of children after seven o'clock in the evening. Our very competent Labor Inspector, in view of the newness of the regulation, and in pursuance of his excellent plan of securing a general acquiescence by a process of friendly co-operation with the employers rather than by a rigorous enforcement of penalties, took the position that he

would not institute prosecutions, as he had done under other circumstances, for slight infractions of the law during the Christmas rush.

We have had made an investigation of the conduct of the large retail dry goods stores in Louisville during Christmas week. Four of them employed no children under sixteen more than ten hours a day; that is to say, strictly complied with the law. Two employed older girls and boys to wrap and deliver bundles after seven o'clock. Two of these employed older boys to deliver bundles after that hour and had the wrapping done by their regular force of clerks. Two concerns required their employees who were under sixteen to work until ten o'clock on each of the five evenings preceding Christmas; that is to say, they openly violated the law. One of these establishments served its employees with hot lunches and supper on every day in the holiday week. One of them gave meal tickets for both lunch and supper on every day in that week. One of them served a supper to its employees on Christmas Eve. One served its employees with hot coffee each evening during that week; one of the two which kept its children at work until ten o'clock made no such provision at all. All of these stores, during Christmas week, allowed thirty minutes for lunch and one hour for supper.

#### *Investigation and Relief.*

Before the Kentucky Child Labor Association came into existence and while that law was in force which permitted the County Judge to issue "permits" to children under fourteen, the Consumers' League, of Louisville, had established a "Scholarship Fund." This was managed in the following manner. All applications to the County Court for "permits" were reported to a Committee of the Consumers' League, and by them an investigation into the merit of the application was undertaken. If the family to which the applicant belonged was discovered to be worthy and in great necessity, the Consumers' League entered into an undertaking with the County Judge that, if he would refuse the application and so require the child to remain in school, the league would pay to the child's family, so long as it was needed, a weekly sum equal to what the child would earn if at work. This work was later undertaken by the Kentucky Child Labor Association. When the new Child Labor Act went into effect, it wiped out that line of classification according to which this aid had been given, because there was no longer any power to grant permits. Since all children under fourteen must now go to school, and none can go to work, all cases of want or distress fell into a general class calling for relief by those organizations devoted to that purpose. However, partly through the mere persistence of a habit and partly from a sense of obligation to see that the new law did not produce the distress which its opponents predicted, the Association has continued this work. During the months of October, November and December, 1908, its Committee on Investigation and Relief, upon reports made to it by the Truant Officers, visited 100 homes and made a careful investigation of the conditions. To many of these children shoes and

clothing were given which enabled them to go to school. In some cases "Scholarships" were awarded; that is to say, a weekly payment of from one to three dollars was made to the family. These payments are not continued indefinitely, but every effort is made to put the family in the way to be self-supporting. Situations were sometimes found for other members of the family, and in the majority of such cases the scholarship payments were stopped. When the child receiving the scholarship attains the age of fourteen, some employment is found for him or her, unless the child is enabled to stay at school by means of some other provision for the family. The largest sum paid to any one child since this work was undertaken by the Association is \$48.00.

It is not expected that the Association will continue this work indefinitely, but is expected that it will gradually be assumed by other agencies better equipped both for making the investigation and providing the relief.

#### *Outlook.*

We anticipate that new and larger difficulties await us. So far we have not had to deal with the results of the application of an educational test. This part of our law will go into effect on September 1, 1909. It cannot confidently be predicted what its effect will be. The Superintendent of the Public Schools reports as follows with reference to certificates heretofore issued.

"The applicants as a rule come from a class that should have much more education than they now have. I have been compelled to issue certificates to a number of applicants who could neither read nor write. Many more had gone no higher than the third or fourth grade in Public School work. Unfortunately the Compulsory Attendance Law will not reach children of the ages covered by the Child Labor Law. If it had I should have compelled many children to go to school to whom I issued certificates."

And he adds, "I anticipate that during the next vacation and before September 1st, that great difficulty will arise about renewing a great many of the certificates, for I am convinced that fully one-third of the permits that have been granted cannot be re-issued on educational qualifications."

The educational test which it is thus asserted could not be satisfied by one-third of the children to whom certificates have been issued, requires that the applicant shall be "able to read and write simple sentences in the English language, and" shall have "received instruction in reading, spelling, writing and geography and" shall be "familiar with the fundamental operations of arithmetic, up to and including common fractions." It appears at a glance that this does not demand a very high order of scholarship. The requirement is more than satisfied by the training received by a child who has gone through the fifth grade in the Louisville Public Schools, a stage which the average child reaches at the age of ten. The average of completing the eighth grade in Louisville (next below the High Schools), is thirteen, or thirteen and a half, and such children have learned not only to read and write and do their sums, but have completed the study of

English grammar, arithmetic, geography, history of the United States and of Kentucky, and have had some instruction in physiology and hygiene, in music, in drawing, and one year of algebra.

Of course many of these children will have reached the age of sixteen when the educational test becomes effective; but many of them will not have done so and doubtless a new crop of illiterates will come on to take their places. This would not be so if the Compulsory Education Law were strictly enforced.

It is, of course, probable that the application of this test will produce some inconvenience and hardship. If it did not do that it would probably fail of its purpose. You cannot get the wagon out of the old rut without administering some jolts. We hope to jolt it just enough to wake up some of the occupants without inflicting any serious or permanent injury.

Our experience under the Child Labor Act has been too short to warrant any emphatic expression of opinion as to any faults in the law. We are, however, keeping an eye on these points:

1. More inspectors.
2. Assistance to the school superintendent in the labor of issuing certificates.
3. Greater freedom in the matter of vacation work.
4. Perhaps the authorization of some sorts of work out of school hours.
5. Raising the Compulsory School Attendance age to sixteen.

LAFON ALLEN,  
*President.*

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#### MAINE CHILD LABOR COMMITTEE.

There is nothing new that I can report for the Maine Child Labor Committee as to laws, since our legislature meets biennially. The legislature is now in session. We have introduced a bill in the senate asking for an educational test for all children between the ages of fourteen and fifteen years who desire to work during school hours, this to be in charge of the school superintendents under the state superintendent, who issues the certificates. The bill calls for a fifty-eight hour law for women and minors under sixteen years of age, prohibits night work for minors under sixteen from 7 p. m. to 6 a. m. in all manufacturing, mechanical and mercantile establishments, the messenger service and street trades. How much we shall be able to carry remains to be seen. We have had one hearing, which developed the bitterest opposition. Another hearing will be held February 17th, when the shoe makers and woolen manufacturers are to oppose us. The members of our committee are doing strenuous work. It is all a labor of love. We have no money. Everyone pays his own bills and gives his services, but so far we have had plenty of help. If we can only convince "the powers that be" that right will prevail in spite of the money power, we shall win out.

ELLA JORDAN MASON,  
*Secretary.*

## MASSACHUSETTS CHILD LABOR COMMITTEE.

The Massachusetts Child Labor Committee was organized November 28, 1908, at a meeting called by E. W. Lord. Hon Curtis Guild, Jr., Governor of Massachusetts, acted as chairman. The speakers were President Charles W. Eliot, Governor Guild and Meyer Bloomfield. A constitution was adopted, naming thirty-three active members and providing for as many associate members as can be secured. The plan of the committee is to spend a year in investigating the conditions of child labor in Massachusetts and in preparing and working for a model child labor law. This, it believes, should precede any active support of child labor legislation. An executive committee of eight and the officers are beginning the work of organization and investigation. The officers are: Chairman, Hon. Grafton D. Cushing; Vice-Chairman, Hon. Frank Leveroni; Treasurer, Professor Charles F. Bradley; Secretary, Richard K. Conant; Executive Committee, Henry Abrahams, Miss Georgie A. Bacon, Meyer Bloomfield, Howard W. Brown, Miss Alice L. Higgins, Miss Edith M. Howes, Mrs. Mary Morton Kehew and Everett W. Lord.

RICHARD K. CONANT,  
*Secretary.*

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## MICHIGAN CHILD LABOR COMMITTEE.

The Michigan Child Labor Committee has been instrumental in introducing a bill, now before the state legislature, changing and improving the present law in regard to the employment of children. If this bill is passed, without bad amendments, Michigan will have a fairly good law. The State Federation of Women's Clubs and organized labor are aiding this committee.

FRANK T. CARLTON,  
*Secretary.*

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INTER-CHURCH CHILD LABOR COMMITTEE OF GRAND RAPIDS,  
MICHIGAN.

The Inter-Church Child Labor Committee of Grand Rapids, Michigan, has held regular meetings on the last Monday of each month, except during the summer.

Many interesting topics have been discussed, including "Work in the Soft Coal Mines of Pennsylvania," "Sweatshops and Tenements," "The Michigan Labor Laws Relating to Women and Children," "Some Weak Spots in the Laws and Their Remedies," "The Dangers of Overwork and Idleness," "Benefits of Playgrounds and Industrial Schools," and "Local Conditions."

The subject, "The Newsboys," was ably discussed at different times by Judge Alfred Wolcott of the Circuit Court, and Judge Harry D. Jewell of the Probate and Juvenile Court, and others.

Helpful addresses and talks have been given by the different ministers of the city, including Rabbi Kahn, of Temple Emanuel.

Letters were written to our Representatives in Congress, urging the passage of the District of Columbia Child Labor Law Bill.

On January 27, 1908, a Committee of five was appointed, which is known as the Industrial Scholarship Fund Committee. The object is to assist to attend school worthy children who would otherwise be obliged to stay out and work to help support the family. Contributions have been received from Women's Clubs, Church Societies and individuals, amounting in all to \$186.10. The amount paid out is \$85.23. Balance on hand, \$100.87.

Last Spring two boys were assisted at \$1.50 per week each. One finished the seventh grade in June, and is now working. He will soon be able to return the money which was loaned to him from the fund. We are at present helping one boy and three girls. The boy is taking the eighth grade, and receives \$2.00 per week. He is fifteen, the oldest of five children, the mother a widow.

The girls receive one dollar per week each. All are members of large families. Two of the mothers have been deserted, one is a widow. In several instances children have been out of school for the want of shoes. In those cases, shoes have been purchased from the fund.

Incidentally, and in a quiet way, much personal work has been done by the members of the Scholarship Fund Committee. Where clothing and bedding were needed by these families, they have been provided. At Thanksgiving time, provisions and other useful things were sent; and on Christmas the members of each family were remembered by the Committee or their friends. The encouragement and inspiration of this personal interest are of great value.

Law infractions and unfavorable conditions are quite often reported to the Child Labor Committee. The Deputy Factory Inspector or the truant officer is at once notified, and when possible, the evils are corrected.

Eleven denominations are represented on this Committee. The interest is growing, and we hope during the coming year we may be able to do still more work along practical lines. March 21, 1908, we sent \$25.00 to Mr. Macy, the Treasurer, thus becoming a sustaining member of the National Child Labor Committee.

MRS. H. GAYLORD HOLT,  
*Chairman.*

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#### MINNESOTA CHILD LABOR COMMITTEE.

The Minnesota Child Labor Committee is just old enough to answer to roll call, but not old enough to offer an annual report, having been in existence (as fully organized) just one week. It owes its existence to the efforts of the National Child Labor Committee, through its field agent who, last October, suggested to a little group of persons the feasibility of such an organization in Minnesota. The Woman's Club of Minneapolis became

interested in the movement and appropriated the sum of sixty dollars (\$60) to defray the expenses of preliminary investigation and organization.

The preliminary investigation covered:

*First.* The laws relating to children.

*Second.* Local conditions, and means of enforcing these laws.

*Third.* Canvass of organizations already in existence, with a view to co-ordination of existing forces.

*Laws.* The laws governing child labor and compulsory education are good. Slight amendment will bring them fully up to the standard submitted by the National Consumers' League in its Handbook of Advanced Child Labor Legislation.

No child under fourteen years of age may work during school term.

No child between the ages of fourteen and sixteen may work without a permit from the superintendent of schools or some one appointed by him to issue such permits.

Personal examination of children by the person issuing the permits is required. The requirements are those suggested in the so-called "Standard" Child Labor Law except, however, that children of poor parents are exempt from the full protection of the law.

The school record required by the law shall be signed by the principal of the school which the child attends, and is in the form approved in other states with good child labor laws.

Sixty hours per week or ten hours in any one day is the maximum number of hours of labor allowed any person under sixteen years; or before the hour of seven o'clock in the morning, or after seven o'clock in the evening, except on Saturday and on ten days prior to Christmas.

#### *Local Conditions and Facilities for Enforcement of Laws.*

Child labor and child loafing both exist in Minnesota. It is not possible at present to secure accurate statistics. All that can be said is that truant officers and factory inspectors are constantly finding them. Some evade the law under cover of change of residence; others are lost because of lack of co-operation of private schools in efforts to trace them. Minnesota has no school census. It is believed that when such a census is provided, better results may be accomplished.

The state provides a Bureau of Labor as follows:

Section 1. *How Constituted—Terms—Employees.*—The Bureau of Labor, Industries and Commerce shall consist of a commissioner of labor, as assistant commissioner and a statistician, and shall have its office in the capitol. The commissioner shall be appointed by the governor, by and with the advice and consent of the senate, for a term ending on the first Monday of January in the odd numbered year next ensuing. The two other members shall be appointed for like terms by the commissioners, but all the members shall hold office until their respective successors qualify. The commissioner shall also appoint, and at pleasure remove, three deputy commissioners, five factory inspectors, five assistant factory inspectors, and such other employees as may be necessary, and for whose compensation provi-

sion is made by law. Two of the said factory inspectors shall act as inspectors of railroads. The factory inspectors and the assistant factory inspectors must be persons possessed of practical experience and knowledge in and of the operation of factories, and the appointment of any not so qualified shall be void. The commissioner shall be the head of the Bureau, and may assign any other member or employee thereof to any duty imposed thereon by law.

The total number of cases investigated by the factory inspectors while acting as truant officers for the several school boards, was..... 684

(From September, 1908, to January, 1909.)

Their work was done in seventeen cities of the state.

The disposition of cases was as follows:

Returned to school .....	423
Granted employment certificates .....	93
Moved out of district .....	35
Excused by school board .....	66
Excused for illness, doctor's certificate .....	26
Over sixteen years of age .....	17
Attending private schools .....	21
Graduates of eighth grade .....	2
Committed to state school .....	1
<hr/>	
	684

During the fall term the superintendents of schools issued 935 permits to work to children under sixteen. One year ago 1045 were issued in the same period, making a reduction of 110, or 10.5 per cent.

#### *Canvass of Organizations and Organization of State Committee.*

Lists were procured so far as possible of organizations throughout the state interested in any way in the welfare of children. As a basis of organization, a circular letter was sent out to these organizations in which it was proposed to form a State Child Labor Committee to be composed of delegates from other organizations. The result was that November 15th, twenty-eight delegates in meeting assembled decided to form a Minnesota Child Labor Committee. The first meeting of the Executive Committee occurred January 15, 1909. A Committee has been appointed to formulate a plan for securing and issuing labor scholarships.

The Minnesota Committee is in cordial sympathy with the work of the National Committee. Resolutions in support of the bill, asking for a Federal Children's Bureau and for the observance of Child Labor Day, have been offered, and it is the ambition of the local Committee to attain such strength and power that it may be worthy of the responsibility imposed upon it by its membership in the National Committee.

META JACKSON BARNARD,  
*Secretary.*

## NEBRASKA CHILD LABOR COMMITTEE.

Under the operation of the child labor law in Nebraska, with superintendents of schools handling the issue of schooling and age certificates (which are the permits to work) less than 700 such permits were issued up to the close of the school year in 1908. The law went into effect on March 1, 1907. Most of these permits were issued in Omaha and South Omaha, naturally, as the large establishments likely to employ children are located most numerously in those two cities. Lincoln followed in number issued, while in the state outside the permits were very few in number.

This condition exists in Nebraska: The attorneys of many of the larger factories, and of the packing houses advised against taking any chances with the law, and as a consequence some boys were discharged whose employment was not really a violation of the spirit of the law. Only in a few cases, comparatively, was stubbornness exhibited in continuing to employ children illegally after fair warning. Barring the Greek boys who are *farmed* as shoe shiners, court prosecution was not resorted to, except incidentally.

We met the Greeks in court, and they virtually defeated us. Those who watched the cases carefully became convinced that the Greek plan of campaign had been mapped out before the boys left the old country. On the first trial some of them, talking out of court, admitted they were not quite fifteen. Next day, on the stand, they were all sixteen or over, and when the case threatened to become serious, all were seventeen or over. A great many insisted they had come into the country with their fathers, but in a big majority of the cases the father had "gone back to the old country." The State Labor Commissioner took part in investigating and attempting to prosecute these cases, and a special agent of the United States government also took a hand; but the latter seemed as much at a loss how to reach and remedy the evil as the local authorities. However, the hearings had a good effect, at least for the time being. A continual excuse of merchants who need messengers and boys for other purposes about stores, is that we permit under-age Greeks to work, but will not allow American boys to do so.

Up to this time the plan of having school superintendents issue permits, under the direction of the State Labor Bureau, has worked very satisfactorily. The retiring labor commissioner reports that he found it unnecessary to issue even one permit over the heads of the superintendents, although he did advise the issue of perhaps half a dozen where superintendents were in doubt.

A peculiar and gratifying development of the operation of a group of correlated laws in Nebraska (child labor law, compulsory education law, and Juvenile Court law) has been a great lessening of the commitments to the reform schools for boys and girls, especially the former. The retiring superintendent of the Nebraska Industrial School, Mr. Sherman, has reported that the number of boys sent to that institution has been decreasing so steadily that, if it continues, there will be no use for at least one of the buildings.

Two of the volunteer inspectors provided for under the Nebraska law have aided very effectively in having its provisions carried out. These two are Rev. James Wise, of South Omaha, Chairman of the Board of Inspectors, and Mrs. Draper Smith, of Omaha. The three other inspectors have been such in name only, two of them being located where there was no call for their services, in small rural towns, the third evincing no interest after being appointed by Governor Sheldon. An effort is to be made to have inspectors located hereafter in towns where their services are very likely to be needed. There are several such towns in the state outside of Omaha and Lincoln.

On the whole, it can be asserted without fear of contradiction that Nebraska is quite free from abuses of child labor, with the possible exception of the messenger service. Employers have been commendably willing to obey the spirit of the law. The law here can be regarded as mainly preventive, a closing of the door on possible danger in the future.

JOHN J. RYDER,  
*Secretary.*

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#### NEW YORK CHILD LABOR COMMITTEE.

The New York Committee has had a year full of activity, and is pleased at this time to report considerable progress. By far the most important gain has been the enactment of legislation to place the inspection of department stores and all other mercantile establishments under a new bureau established in the State Department of Labor. This marks the end of a twelve-year struggle against powerful mercantile interests. The campaign attending the passage of this measure was the hardest fought since the radical amendments were obtained to the child labor laws in 1903. The chief credit for the victory is due Commissioner of Labor, Hon. John Williams. The New York Committee, the National Child Labor Committee, and a number of other organizations were unceasing in their support of his efforts to secure the enactment of this bill.

As but three months have elapsed since the new Mercantile Bureau was organized in the Department of Labor, it is too soon perhaps to judge of its permanent effectiveness. However, the Committee feels an important piece of work has already been accomplished since the law went into effect October 1st last. This bureau, with but eight inspectors for the three largest cities of the State—New York, Buffalo and Rochester—made approximately 2100 inspections and found a few over 1000 children working illegally during the last quarter of 1908. Thirty-five prosecutions have been instituted against employers violating the law. From these results we are confident that children working in department stores, small mercantile establishments, and for telegraph companies, will receive much greater protection from the law during the coming year than ever before.

The work of the Department of Labor in its inspection of factories has shown very substantial progress. Illegal child labor, which in 1906 represented twenty-seven per cent. of all children employed and in 1907,

seventeen per cent., during 1908 has been still further reduced to thirteen and eight-tenths per cent. Fines, as a result of prosecutions by this department during the year ending September 30, 1908, amounted to \$4455—an increase of \$1745 over the previous year, and fourteen times that of 1903.

The issuance of "working papers" has received more attention from the Committee than ever before. This is explained by the fact that in New York City alone, 23,000 children received employment certificates during 1908. In Buffalo and Rochester the number was 2800 and 1059 respectively. An agent, placed at the Committee's expense in the Manhattan office of the Department of Health, New York City, where employment certificates are issued, had done very effective work in helping parents find satisfactory evidence of age for children otherwise unable to present such proof. More important, however, has been the opportunity thus afforded the Committee to observe constantly the law's actual enforcement. It has also been possible, through this channel, to suggest important improvements towards making more effective the administration of the law. A concrete example of the work done may be seen from this illustration.

It was found that many children were unable to obtain a transcript of their birth record from the Bureau of Vital Statistics, although their parents insisted that the birth of such children had been properly registered. It was suspected that this was due to lack of thoroughness on the part of the clerk who examines the records, partly through failing to look up the name under a slight variation in spelling often existing among foreign-born children. The agent accordingly secured the use of a duplicate set of the index books of these records. As a result, in a period of about eight months, entries were discovered of the birth of over two hundred children whose names had not been found by the department clerk. With such evidence it was a simple matter to go to the higher officials and to secure better attention to this subject. The presence in the office of such an agent has brought about greater regularity in testing the education of the children by the reading and writing test prescribed in the law. Some improvement in watching the physical fitness of children applying for certificates is another outcome of the presence of this agent. This kind of co-operation has proved so acceptable to the officials, and the results so satisfactory, that another agent has recently been appointed by the Committee to carry on the same work in Brooklyn. Last summer the secretary visited thirty cities throughout the State to observe the workings of this law. Rochester was found to be the only one giving serious attention to the physical fitness of children desiring employment certificates. The investigation revealed a considerable number of officials who failed (usually through ignorance) to enforce properly these important provisions. The most common irregularities noted in the issuance of "working papers" were the failure to test the education of children by a reading and writing test, and the acceptance of parents' affidavits as sole evidence of age when other proof could not be produced. Many officials, however, were exercising due vigilance. In some cases the work was being conducted under laws three and four years old, the authorities learning with surprise of recent amendments. As a result of the investigation, a better compliance with the law is expected during the coming year.

Improvement is to be recorded in the enforcement of the law regulating the sale of newspapers by young boys in cities of the first and second class. This is particularly noticeable in New York, Rochester and Troy, where badges indicating that the holders are legally licensed to sell papers, are beginning to be more generally worn by newsboys. In New York, considerable was accomplished during the first two weeks of the present school term by the assignment of fifty truant officers to enforce this law. The Committee feels that the present squad of four men permanently assigned to this work is too small, and hopes to bring about an increase in the near future.

Our child labor scholarships, established in 1905, have been continued. These are for the purpose of meeting the criticism frequently heard—that hardship would result to many families by cutting off, through the law's enforcement, the child's contribution to the family income. Last year, out of 320 applications, only 84 scholarships were granted. The balance represented instances where, after a careful home investigation, there appeared to be no need of outside financial assistance, or ones which required special treatment, such as advice as to how to obtain "working papers", temporary relief in the form of shoes and clothing, or help towards securing work for older members of the family. The cost of this work last year was approximately \$4000, contributed by friends of the Committee.

At the present session of the legislature, it is expected that a number of important amendments to existing laws will be introduced, which will receive the support of the Committee. Among them will be a bill to extend the factory law so as to cover clearly the employment of women and children in the sheds adjoining the canneries, and one with reference to the employment of children in dangerous occupations.

The Committee has now in progress an investigation of the employment of boys in bowling alleys—a phase of child labor in New York State not yet covered by law.

As in the past years, co-operation has been accorded Health Departments, Schools Boards, the State Department of Labor and many civic organizations. A beginning has been made to extend the work of the Committee to the larger cities throughout the State, through conferences in Buffalo and Rochester, and by adding to the Committee a representative from each of these cities.

While a look ahead reveals much remaining to be done, the Committee feels not a little encouraged over conditions as they now exist with respect to children who work in New York State.

GEORGE A. HALL,  
*Secretary.*

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#### NORTH DAKOTA CHILD LABOR COMMITTEE.

At the call of the National Child Labor Committee, a number of Grand Forkers met at the Hotel Dacotah on Monday evening, October 26, 1908, to discuss the feasibility of forming a Child Labor Committee in North Dakota. It was the sense of the meeting that while we have practically

no child labor problem in the state, it would be wise to guard against a day when we would have one, and that as such an organization would be of assistance to the National Committee, we should organize.

Dr. John M. Gillette was chosen President, and Elizabeth Abbott, Secretary-Treasurer. Power was given to the President to appoint a general Committee of thirty, from which Committee an Executive Committee of seven was to be appointed. To date there have been three meetings of the Executive Committee and one of the general. The result is that at the present meeting of the State Legislature, a bill is to be presented modeled on the bill recommended by the National Child Labor Committee.

ELIZABETH ABBOTT,  
*Secretary-Treasurer.*

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#### OHIO CHILD LABOR COMMITTEE.

Since the last annual convention of the National Committee, the Ohio Committee has been reorganized, an executive board of ten members having been appointed to take charge of the Committee's affairs, and this board has already taken up actively the consideration of the need of the child labor situation in this state. By special arrangement with the National Committee, every resident of Ohio who contributes financially to the National Child Labor Committee becomes, *ipso facto*, a member of the Ohio Child Labor Committee without additional expense, and by agreement a portion of such contributions is reserved for the use of the Ohio Committee.

The new Ohio law which took effect on the first of last July, is working satisfactorily and its constitutionality has already been upheld by the Common Pleas Court and Court of Appeals in Cleveland, in a case brought by the Department of Factory Inspection for violation of the eight-hour provision.

The Legislature last Spring also passed a bill providing State relief for poverty stricken families to enable them to keep their children in school until they are qualified to go to work in accordance with the requirements of the State child labor law. This law provides that a truant officer shall report to the local board of education every case of a child of compulsory school age whose earnings are needed to support either himself or others dependent upon his earnings; and it then becomes the duty of the president of the board to furnish free text books to the child and such other relief to the family as may be necessary to enable it to keep the child in school. The money for such relief is to be paid out of the contingent funds of the school district. This provision makes the child labor and compulsory education laws harmonious in their bearing upon the factor of poverty and makes it unnecessary for private organizations to undertake the work of providing such relief in this State. In the city of Cincinnati, the board of education has arranged with the local Associated Charities to have such cases as are reported by the truant officers properly investigated by the social workers of this organization and the relief will be paid only in the event of its being recommended by the Associated Charities.

The State law does not provide protection for children engaged in street trades except for messengers and delivery boys. The newsboys, boot-blacks and children who work in the markets are not restricted in their labor, except in so far as the compulsory education law applies to them. The Executive Board of the Ohio Committee is considering the advisability of regulating the work of children in the various street trades in Cincinnati by municipal ordinance, and has drafted a proposed measure with the intention of urging the City Council to put it in force.

ALBERT H. FREIBERG,  
*Chairman.*

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#### WARREN (OHIO) CHILD LABOR LEAGUE.

Thus far the Committee has confined its attention to local conditions. Its Investigating Committee acts, for the most part, through the superintendent of the public schools and the truant officer. Few cases of minors illegally at work have been found. The officials themselves consider that the Committee has stimulated them to greater alertness and activity, and the employer to a more careful observance of the child labor laws. Perhaps this is the most valuable work of the Committee.

An excellent truant officer and an equally excellent humane officer have usually been able to secure aid from the proper authorities without our help, for the few children who need such aid in order to remain in school.

PHEBE T. SUTLIFF,  
*Chairman.*

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The report of the Child Labor Commission of the State of Oregon was received too late for publication in THE ANNALS Supplement, but will appear in the reprint of this volume to be published by the National Committee.

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#### THE PENNSYLVANIA CHILD LABOR ASSOCIATION.

Since the report made in April, 1908, the local child labor organizations in Pittsburg and Philadelphia have federated under the name of the Pennsylvania Child Labor Association. Local branches have been organized in other cities and during the fall months an active campaign of education was carried on in preparation for the introduction of two child labor bills which have the following for their purpose:

1. To require proof that children are fourteen years old before they shall be allowed to work.
2. To place the issuance of employment certificates in the hands of school officials.
3. To raise the age for work in soft coal mines from twelve to fourteen.
4. To allow only a ten-hour day for children under sixteen years of age.
5. To prohibit all forms of night work for children under sixteen years of age.

The Federation of Women's Clubs, Mothers' Congress, the Consumers' League and various local organizations are all co-operating to this end.

Eleven different types of literature have been distributed, some in 30,000 quantities, bearing upon the issues of the campaign. The prospects are encouraging for a bill which will stop parental perjury and give school officials the issuance of certificates, but determined opposition has already shown itself to the ten-hour day and the abolition of night-work provisions in our second bill. Another court decision—the fourth within four years—has overthrown an additional part of the existing child labor law. This, however, only makes the passage of our bills more necessary.

FRED S. HALL,  
*Secretary.*

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#### ALLEGHENY COUNTY (PA.) CHILD LABOR ASSOCIATION.

The Chairman of the Legislative Committee of the Child Labor Association of Allegheny County, Pennsylvania, has authorized me to make the following report of the work done by this Association:

Since April, 1908, the Association has been occupied mainly in working in co-operation with the Pennsylvania Child Labor Association in framing bills to be presented to the Legislature now in session. Since December 1st, active measures have been taken to create public opinion throughout the district and in organizing the work here. The services of a directing secretary have been secured to extend the work.

ALIDA LATTIMORE,  
*Directing Secretary.*

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#### THE RHODE ISLAND JOINT COMMITTEE ON CHILD LABOR.

The Joint Committee on Child Labor—formed in Rhode Island in January, 1908, and composed of representatives of local educational and philanthropic societies, as well as sub-committees of the Rhode Island State Child Labor Committee—is continuing during the present winter its active campaign for an improved child labor law. A bill amending the law in four particulars was introduced in the assembly in 1908. It passed the House, but failed of passage in the Senate. A bill similar in its provisions has been introduced this year and is now in the hands of the Senate committee on special legislation. A public hearing on the bill is promised within a few days. Meanwhile the Rhode Island State Federation of Women's Clubs has published a simplified statement of the present Factory Inspection Law of the state, which controls the labor conditions of the women and children, and has also supplemented the statement with the amendments proposed to the present law and the reasons why such amendments are deemed wise and practicable, asking each member of the Federation to bring these amendments and the arguments in their favor to the attention of their local representatives in our assembly.

The Committee is hoping for the successful passage this year of these four amendments:—1st. 7 p. m. instead of 8 p. m. shall end the day's work for children under sixteen years of age in all factories, manufacturing or business establishments. 2d. The privilege now held by mercantile establishments of keeping children under sixteen years of age late on Saturday nights and for the four days preceding Christmas shall be withdrawn. 3d. An educational test, viz., the ability to read and write simple sentences in English, before granting working certificates to children under sixteen years of age. 4th. The employer of a child who claims to be sixteen years of age but whose appearance causes the factory inspector to doubt it, shall be required to furnish satisfactory proof of the claim.

MRS. CARL BARUS,  
*Chairman.*

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#### CITIZENS' CHILD LABOR COMMITTEE, WASHINGTON, D. C.

A law for the regulation of child labor in the District of Columbia was passed by the National Congress and approved by the President on May 28th, of last year. This law is the result of three and a half years' effort on the part of the National Committee and of the local Committee organized at the suggestion of the National Committee. The law as passed contains some features which were opposed by the friends of the measure, but which finally had to be accepted. The measure was passed practically in the shape recommended by the National and local Committees, with several sections added which regulated street trading on the lines of the New York law. A proviso was inserted by the Senate permitting the judge of the Juvenile Court to exempt children under the limit of fourteen years, but over twelve years of age, if they were the support of dependent relatives.

Unfortunately the appropriation bill as passed by Congress contained no provision for the inspectors authorized by the act. The Commissioners of the District did the best they could under the circumstances by detailing two policemen for this duty, and these officers are engaged in filling these positions at the present time. Owing to the lack of appropriations, it was not possible to announce the enforcement of the law until August first of last year, and even then, the first month was taken up in the preliminary work of explaining the provisions of the law to dilatory employers and parents. The actual enforcement of the law therefore took place about the first of September, 1908. The following report on the effect of the law refers only to the four months ending December 31st, 1908.

For this period, the most important event has been the work of providing the children with age and schooling certificates. The law provides that these certificates shall be issued by the school board and experience seems to show that for this jurisdiction the school authorities are best qualified to perform this duty. The age of children is secured for school purposes some time before the question of employment arises and is therefore likely to be reported correctly. By requiring each applicant for an employment certificate to bring with him his last school report, the officials

are enabled to secure immediate information on the point of educational qualifications. For the greater part of the applicants—approximately ninety per cent. of the whole number—the school authorities are thereby in a position to decide immediately as to the age and educational qualifications of the children seeking employment certificates. In addition to these two points, the board of education took the commendable action of detailing two of the school medical inspectors to the work of examining each child who applied for a certificate. While the physical examination was necessarily somewhat restricted, each of the 3200 children was examined as to heart, lungs, spinal curvature and general physical development. Although certificates were refused on account of poor physique in but few cases, a number of provisional certificates were issued, such as certificates permitting only outside work in cases of children having weak lungs, etc.

The problem of securing proper evidence of age in the case of children who had not been recently in attendance at the schools, has proved a source of considerable difficulty. In the first place, registration of births in this city has been strictly enforced only during the last few years, so that the records of the board of health have been of little assistance. In the second place, few of the children possess baptismal or other church certificates containing information as to age. The result is that for the great majority of the children not possessing school records, the oath of the parent or guardian as to the age of the child has to be accepted. Such evidence is frankly conceded by the administrative officials to be of little value, but in such cases the only course open has been followed—namely to emphasize the educational test and the examination by the school physician.

The effect of the exemption clause in the law, which reduced the age limit from fourteen to twelve in cases of poverty, has been observed with especial interest because the census of 1900 showed that approximately one-third of the child bread-winners of this city were orphans. The power to make exemptions is vested in the Juvenile Court. The head of that court has shown a full appreciation of the importance of this phase of the problem, and has granted such exemptions only after the need of the child's earnings has been clearly established. In view of this fact, it may be said that the harm of the exemption clause has been restricted to a minimum.

The number of children under sixteen years of age who have received employment certificates is as follows: Street trading certificates, 1700; general employment certificates, 1478. The working children, according to these figures, constitute approximately one per cent. of the total population, and approximately ten per cent. of the total number of children under sixteen years of age.

HENRY J. HARRIS,  
*Secretary.*

## WISCONSIN CHILD LABOR COMMITTEE.

Wisconsin child labor conditions are not materially changed since reported upon in the spring of 1908.

The biennial session of the Wisconsin Legislature is just beginning and several amendments will be offered to the child labor law, as amended by the legislature of 1907. It has been a custom in Wisconsin, and we think a wise custom, to allow a child labor law, when radically amended, to be tested for four years without important amendments by the intervening legislature, that the law may be given a chance to demonstrate its usefulness and its weak points. That plan will be followed this year and it is hoped that there may be an improvement in the educational test by a requirement of a teacher's certificate. At present the burden is thrown upon the officers granting the permit to test the child's knowledge of English. This is wrong in principle and works out inconveniently in practice. The factory inspector's office, upon which much of the work of granting permits falls, requests that a teacher's certificate, as to education, should be required before permit is given. It is hoped that the legislature will improve the law in various minor but important details.

Very little harm has apparently resulted under the "perishable goods clause," on which report was made in 1908, because of a strict construction of the act by the attorney general's department, and perhaps because there have been many prosecutions; but the clause is thoroughly bad in principle and condemned by experience in other states. We hope that it will be struck out of the law this winter.

As to the fifty-five hour clause, the testimony of those who know is that it is working well and that on the whole it is being faithfully obeyed and that it is not resulting, as it has in some other states, in children working sixty hours a week instead of fifty-five. We trust the time will come, and speedily, when Wisconsin can have a nine hour day.

There is increasing dissatisfaction felt with the exemption of newsboys from the general operation of the child labor law and a growing feeling that there should be a special newsboys' and street trades act along the line of the acts in New York and Massachusetts. It is hoped that a law of this kind may be passed at the present session of the Legislature.

Under the Wisconsin law of 1907, the number of permits issued to children under sixteen has been reduced to about thirty-five per cent. This is a striking feature in view of the great demand for children's work. In addition to the possible reduction of child labor because of the financial stringency (not always operating largely to reduce child labor) the reduction in the number of permits issued results from the dangerous employment clause of the law of 1907, which we believe to be one of the most thorough and complete of its kind in the United States, and because of the increasing strictness in issuing permits, especially in the factory inspector's office, where probably much more than half of the permits of the state are issued.

The most striking recent feature of the child labor situation in Wiscon-

sin is the increasing demand for young girls' work in factories, including tanneries, and there are many instances reported where men have been replaced by girls and often by girls between fourteen and sixteen. We have grown accustomed to the demand for girls in household work and the fact that it was hard to fill that demand, but it is a newer feature of the situation to have a demand for young girls in factories which is in excess of the supply.

The factory inspector's office asks for two more assistant factory inspectors and they seem to be thoroughly needed.

In closing it should be said that the cause of child labor in Wisconsin is greatly helped, especially in Milwaukee County, by the increasing efficiency of the work of the probation officers in the Juvenile Court and by the most helpful work of the truancy department of the public schools. Experience has shown that the best results can only be obtained when child labor, Juvenile Court and compulsory education laws are kept as nearly as possible at an equal state of efficiency so that each may help the other in handling its peculiar problems.

EDWARD W. FROST,  
*Chairman.*

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#### REPORTS FROM THE SOUTHERN STATES.

##### *Virginia.*

The age limit for the employment of children in factories went to thirteen in Virginia the first of January, 1909, and will reach the standard of fourteen in January, 1910. Virginia has also a rudimentary compulsory attendance law which should help the cause of child labor reform when both laws can be enforced. The principal need in Virginia is factory inspection.

##### *North Carolina.*

The North Carolina Child Labor Committee met early in January and agreed to press for two or three changes in the present child labor law:—the shortening of the hours from sixty-six a week to sixty, the raising of the age limit for night work from fourteen to sixteen and the provision for a factory inspector under the Bureau of Labor. A bill has been introduced by Representative J. W. Hinsdale, of Raleigh, going farther than these proposals in the line of child labor reform, but the result is problematical. I note that the Committee of Manufactures and Labor, of the Senate, is composed mainly of cotton mill owners, and any bill that gets through the Senate must be passed in spite of an unfavorable report from this Committee, or must be subjected to their tender mercies by way of amendment. A large lobby, of fifty manufacturers, is urging, in Raleigh, the defeat of the Hinsdale bill. Nevertheless, some advance may be gained. At present the commissioner of labor has no authority to enter a factory for inspection, though it is to be hoped that the new commissioner will do something more for the enforcement of the child labor law than his predecessor did.

*South Carolina.*

The South Carolina Legislature is also in session. One or more amendments have been offered to the child labor bill, and a compulsory school attendance bill has also been introduced. As already noted, the cotton manufacturers have said they will not object to the raising of the age limit to fourteen, if the compulsory attendance bill is passed, but I have heard of no great activity for the passage of the latter measure, which they claim to have been favoring for years. I understand that an amendment forbidding night work for children under sixteen will not be objected to, as there is very little night work in South Carolina. I have described elsewhere<sup>1</sup> how flagrantly the present child labor laws are being violated in both the Carolinas without factory inspection. Governor Ansel, in South Carolina, as did Retiring-Governor Glenn and Governor Kitchin, in North Carolina, advocated the initiation of a factory inspection system in their messages to the legislature.

*Florida.*

The Florida Legislature meets in March. Preparations are being made by the labor unions, the women's clubs and other organizations standing for the cause of the working children, to raise the age limit in Florida from twelve to fourteen, and to make the law more effective in other ways.

*Tennessee.*

The principal need now felt in Tennessee is greater authority for the factory inspector and better provisions of law relating to sanitary and safety appliances. These measures, which, I understand, are already being advocated by the labor unions, are to be pressed to a conclusion with the help of the Tennessee Child Labor Committee. The Legislature is now in session.

*Georgia.*

The Georgia Legislature meets in June. The Georgia Child Labor Committee has been contending for some time for the sixty hour week, the repeal of the exemption clause of the present child labor law, and the inauguration of factory inspection. It is hoped that these efforts will be successful at the approaching session of the Legislature.

*Alabama.*

In Alabama we have only to note that the recent law has not been enforced owing partly to the long illness, followed by death, of the factory inspector, Dr. Shirley Bragg. His successor has recently been appointed, Dr. Thomas G. Bush, and a new chief mine inspector, Edward Flynn. It is hoped that the new force will be able to carry out the provisions of the inspection law and that there will result a more careful observance of the child labor law.

<sup>1</sup>See pp. 63-72.

*Mississippi.*

One of the amusing things about the Mississippi situation is the attitude of the manufacturers over the passage of what they call the "drastic" law forbidding children under twelve to work in factories and children under sixteen to work more than fifty-six hours a week or more than ten hours a day. At first they went into the newspapers with the threat to discharge all their employees under sixteen years of age. But as it had already been ascertained that twenty-five per cent. of the employees were under fourteen, this proposition was reconsidered. So the expedient has been adopted of keeping the actual time at which the doffer boys are at work, and letting the girl spinners come an hour later in the morning or leave an hour earlier in the evening. There is printed elsewhere in this volume an article by Senator McDowell, author of the child labor law. The Mississippi Child Labor Committee has been a vigorous defender of the cause of child labor reform in the public press, and numbers among its members some of the most distinguished citizens of Mississippi.

*Louisiana.*

The fight for the passage of the best child labor law yet enacted in any Southern state is described in the article by Miss Jean M. Gordon, published in this volume. The passage of this law was mainly due to the persistent efforts of Miss Gordon, the state factory inspector of Louisiana.

*Texas.*

There is no organized effort as yet to amend the Texas Child Labor Law, especially as it has an age limit of sixteen in mines and there are comparatively few factories where children are employed. The Texas Legislature is now in session, and I have been in correspondence with individual citizens with regard to raising the age limit in factories from twelve to fourteen.

*Arkansas.*

No report has been received from this state.

*Oklahoma.*

A new child labor bill has been introduced into the Oklahoma Legislature, now in session. It has passed its second reading in the Senate, and, I understand, the Governor has agreed not to veto it this time. It is an excellent bill as it stands and it is hoped that Miss Kate Barnard, the Commissioner of Charities, will have her long and persistent fight for its passage rewarded with speedy victory.

A. J. MCKELWAY,  
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